

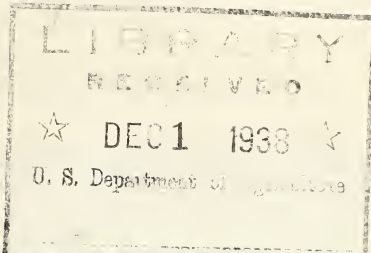
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## REPORT OF THE DIRECTOR OF PERSONNEL, 1938

UNITED STATES DEPARTMENT OF AGRICULTURE,  
OFFICE OF DIRECTOR OF PERSONNEL,  
Washington, D. C., June 30, 1938.

HON. HENRY A. WALLACE,  
*Secretary of Agriculture.*

DEAR MR. SECRETARY: Herewith I submit a report of the work in the Office of Personnel for the fiscal year ended June 30, 1938.

W. W. STOCKBERGER, *Director.*

Personnel administration in the Department is characterized by a positive and dynamic program formulated to meet the growing and ever-changing needs of the functional work performed in the various operating agencies. The work is a combination of centralized functional order and arrangement of duties coordinated with a decentralized system established in each of the bureaus and agencies. The policies and activities of the Office of Personnel must be entirely reflective of the major assignments and the rising needs of the Department as a whole. It is not concerned with the individual functions but with the combination of functions which comprise the entire institution. The Personnel Office assumes considerable responsibility for selection and placement of personnel, in the promotion of employees, in the general departmental program of safety and welfare, and in all of the related phases of management which increase the satisfaction of the workers and at the same time contribute greater efficiency to the working plans of the Department. This in no way removes the original control vested in the bureaus but enables the Office of Personnel to offer them more assistance in the performance of their personnel work. Together the bureaus and the Office are raising the management of personnel beyond the earlier stages where the work consisted only of orderly procedure and record keeping. The trend, like that of society and enterprise, is away from individual and toward group control. It affords opportunities for coordinating activities with resulting benefit to all. Through division of labor and responsibility, constant progress is made in developing higher standards in personnel work. These protect the morale of employees in the Department and lend encouragement to more effective administration.

The widening scope of the activities of the Department have brought the economic and social features of its work ever closer to the immediate needs of the Nation. In order that their services may be responsive to public and national needs and demands, employees who are selected for the work of the Department must be of the highest type as to ability, training, and personal aptitude. To see that appointees satisfactorily meet these requirements is a major responsibility of personnel officers. The work to be done requires able administrators and trained assistants who appreciate the importance of proper selection and training of secondary employees in order that they may be competent to advance into more responsible positions and to perform the required techniques thereof in the prescribed and acceptable manner.

There is a growing interest on the part of employees to learn more about the broader phases of the work of the Department, and various agencies afford opportunities for training in existing lines of work or in new ones that from time to time arise. The personnel program is being adapted to meet the recognized need for the coordination of training activities and for the develop-

ment of sufficient flexibility in organization structure to provide for any adaptations made necessary by changing policies. The ability to adjust the personnel and the organization to meet these changing policies is one of the most responsible features of the personnel work.

The coordination of the employees to meet the functional program of a department vested with numerous duties can only be performed by a scientific approach to the question of personnel management and the selection and adjustment of the employees involved. As the functional work changes from time to time so must the personnel policies and procedures. To be successful, this must be based upon a greater understanding of the human resources available and upon adequate personnel research that will aim in directing the human effort along the lines formulated by the policy leaders of the organization.

### IN-SERVICE TRAINING

During the year a survey was made of current training programs that included: Staff meetings held regularly for executives and supervisors for the discussion of problems of policy, administration, and supervision; seminars for scientists and technicians; annual and semiannual conferences of several days' duration for field staffs; intensive training programs lasting several weeks, usually for beginning professional employees and occasionally for other employees where the acquisition of new skills was necessary; promotional training given to employees selected for advancement; and general information about bureau functions given periodically to all employees of an office or project. These training programs are carried on by staff and line supervisors of the bureaus. Participation by the Office of Personnel has, for the most part, been limited to helping plan programs, prepare instruction manuals, select instructors and training officers, develop training techniques, and evaluate the results of training.

Plans have been formulated that will permit of an expansion along the lines of employee-training policy in Washington and in the field. Emphasis will be placed on training for supervisors of all grades in the broader aspects of Department policy and administration, on the preparation of selected employees for promotion, and on special training for scientists and technicians.

In order to facilitate this activity the Office has encouraged the selection of more training officers by the bureaus and by their larger divisions and regional offices. These staff assistants will devote all of their time to placing and directing training programs. Additional steps are being taken to develop more accurate standards for measuring the effectiveness of in-service training.

The staff on training also made a survey of the Department's policies affecting personnel relations with universities and colleges. Arrangements were made for colleges and universities to allow credit for certain types of research and investigation carried on in the Department. Several universities and colleges, in cities where the Department has numerous employees, offered evening courses of value to employees, and several bureaus have appointed vocational advisers to help employees plan educational programs. The Office has participated in and will help to expand such post-entry educational opportunities for employees as a part of the general plan for increasing the efficiency of the Department's personnel.

### SAFETY WORK

The year 1937 marked the beginning of an organized program of safety work for the Department as a phase of the general personnel management. The principal work of the safety staff has been to establish a uniform system of recording and reporting for the various bureaus, to develop cooperative plans for the use of safety machines in conjunction with the interdepartmental safety council and with representatives from each of the bureaus of the Department, and to conduct a general survey of positions involving hazardous lines of work and sources of potential injuries on the work projects of the Department. A survey of work projects in the field was started.

The widely diversified activities carried on by the 26 bureaus and offices of the Department range from the least hazardous, such as clerical office workers, to the most hazardous, such as quarrying, excavating, and lumbering. The most hazardous work is not confined to any one bureau but to a number of them carrying on such work as drainage, road construction, soil conservation, flood



control, lumbering, forestry, and farm engineering. In practically all of these activities most of the accident hazards of both light and heavy construction work are found. The handling of heavy motorized machinery such as steam and power shovels, draglines, derricks, excavators, fresnos, tractors, trucks, and other equipment used for excavating, ditching, dam building, and similar work—together with the fact that much of this work is carried on in remote sections of the country where long-haul transportation and labor camps are necessary—all add to the hazards of such operations. Some of the greater hazards are found in the several hundred stone quarries operated by the various bureaus over the entire United States. The bureaus dealing with the harvesting and marketing of field and garden crops, fruits, and various products are exposed to peculiar health hazards as well as a number of industrial accident hazards during the inspection and transportation of these crops. In the chemical laboratories and in the field where research work is carried on by these organizations there are great health and accident hazards, particularly in the mixing, handling, and spreading of poisonous dusts for insect, parasite, and rodent control.

Chemical laboratories are not the worst hazard of the bureaus working to prevent diseases of our farm cattle. Handling all kinds of animals for inoculation, taking blood samples, etc., produces many injuries. Departmental workers occasionally become infected with the disease they are fighting, especially when coming in contact with hogs and beef or dairy cattle. Here again the hazards of industry are encountered in the inspection of meats and dairy products.

The safety staff has begun the coordination of accident-prevention programs carried on by the bureaus. This is reflected in a periodic accident report complying with the rules of the American Standards Association wherein all Federal accidents are carefully analyzed, causes ascertained, and future preventive methods suggested. In addition, bulletins and literature on accident prevention, fire prevention, sanitation, and health were widely distributed throughout the operating offices of the Department.

Field inspections were made in a number of bureaus, covering projects in some 15 States. This phase of the work will be materially developed in the coming year. The work of the staff also included representation at numerous meetings of safety, sanitation, and fire-prevention groups, at several of the national committees on accidents, etc., and the National Safety Congress at Kansas City. It also involved the participation in the radio program of the farm safety section.

The first periodic monthly accident report for the Department was published in January 1938.

Table 1 shows a summary of the safety data accumulated to date.

TABLE 1.—*Accidents to Department employees, January–June 1938*

Month	Average workers	Total time worked	Deaths	Disabling injuries	Frequency per million man-hours
	<i>Number</i>	<i>Man-hours</i>	<i>Number</i>	<i>Number</i>	
January.....	175,495	28,956,983	5	763	26.52
February.....	176,307	26,627,644	1	590	22.19
March.....	186,362	32,907,915	9	620	19.11
April.....	192,093	31,251,866	8	476	15.49
May.....	206,322	33,159,259	3	546	16.56
June.....	179,206	30,134,042	6	554	18.58

### APPOINTMENTS, SEPARATIONS, AND PROMOTIONS

On June 30, 1938, there were 68,431 employees serving under formal appointment by the Secretary of Agriculture as compared with 60,229 on June 30, 1937. This is partly accounted for by the placement of the field force of the Farm Security Administration, except project workers, under formal appointment by the Secretary of Agriculture on July 1, 1937. The gain is also brought about by the transfer of the land-utilization work of the Farm Security Administration to the Bureau of Agricultural Economics, increasing the force of the latter organization from 2,745 to 3,375, a gain of 630. There was also a gain in the Department rolls of 578 employees in the Soil Conservation Service and a loss of 659 in the Forest Service.

There was a decrease in the number of employees in the Agricultural Adjustment Administration from 4,394 on June 30, 1937, to 3,001, a net decrease of 1,393.

Table 2 reflects the appointments and separations in the Department of Agriculture for the last 5 years.

TABLE 2.—*Personnel activities of the Department of Agriculture, 1934-38*

Year ended June 30	Employees on rolls of Department			Field stations	Employees appointed	Separations from the Department
	Departmental service	Field service	Total			
1934.....	10,032	1 28,591	38,623	1,451	2 31,434	3 19,355
1935.....	11,437	4 32,643	44,080	1,864	5 29,092	6 23,635
1936.....	11,382	7 42,140	53,522	1,864	8 30,634	9 21,192
1937.....	<sup>10</sup> 13,371	<sup>11</sup> 46,858	60,229	2,924	<sup>12</sup> 34,561	<sup>13</sup> 27,854
1938.....	11,185	<sup>14</sup> 57,246	<sup>15</sup> 68,431	2,648	41,677	33,475

<sup>1</sup> Includes 80 in foreign service.

<sup>2</sup> Includes 11,667 in Agricultural Adjustment Administration.

<sup>3</sup> Includes 6,647 in Agricultural Adjustment Administration.

<sup>4</sup> Includes 52 in foreign service.

<sup>5</sup> Includes 8,249 in Agricultural Adjustment Administration.

<sup>6</sup> Includes 7,456 in Agricultural Adjustment Administration.

<sup>7</sup> Includes 52 in foreign service.

<sup>8</sup> Includes 5,186 in Agricultural Adjustment Administration.

<sup>9</sup> Includes 5,821 in Agricultural Adjustment Administration.

<sup>10</sup> Includes 2,329 in Resettlement Administration.

<sup>11</sup> Includes 83 in foreign service.

<sup>12</sup> Includes 1,336 in Agricultural Adjustment Administration.

<sup>13</sup> Includes 2,435 in Agricultural Adjustment Administration.

<sup>14</sup> Includes 103 in foreign service.

<sup>15</sup> Includes 11,091 in Farm Security Administration.

On June 30, 1938, there were 1,750 collaborators serving without compensation who are not included in table 2.

The turn-over of permanent employees during the year was 5.05 percent, as compared with 5.12 percent during the preceding year, 6.88 percent in 1936, and 7.19 percent during the year 1935.

The number of promotions both within the grade and from grade to grade was 17,639 during the year, as compared with 11,960 in 1937, and 10,815 in 1936.

## RECORD OF LEAVE

Under the new leave acts of March 14, 1936, all employees were allowed annual leave at the rate of 26 days for the years 1936 and 1937. Annual leave accumulated since April 1, 1933, could be carried forward for taking in 1936. All employees were allowed sick leave of 1¼ days per month, accumulative from January 1, 1936, with a provision permitting an advance of 30 days' sick leave beyond the accrued leave in cases of serious illness. Prior to January 1, 1936, employees in Washington were allowed 30 days' sick leave, while the field force were allowed only 15 days, neither being accumulative.

Table 3 shows the distribution of annual and sick leave used by employees in Washington in the calendar year 1936. The average annual leave taken by the men and women in Washington was 19.9 days as compared with 14.4 days in 1935. The average for employees in the field was 14.7 days as compared with 11.4 days in the previous year.

Employees in Washington used an average of 6.9 days sick leave in 1936, a decrease of 1.9 days over 1935 and a decrease of 0.6 day over the average for the previous 8 consecutive years, which is the lowest average in any of these 8 years. There were 599 employees, or 5.7 percent, who used more than the 15 days sick leave earned during the calendar year. The total number of days taken by the 5.7 percent of the employees who used advanced sick leave was 15,609, or 21.5 percent of the total sick leave taken by all the employees.

In the field there was a slight increase in the amount of sick leave taken, the average being 2.9 days as compared with the 8-year average of the 2.8 days. There were 681 employees, or 2.7 percent of all the employees in the field, who took advanced sick leave, the total amount of sick leave taken by them being 16,855 days, or 22 percent of the total leave taken.

TABLE 3.—*Distribution of employees in Washington according to number of days of annual and sick leave used, calendar year 1936*

Days taken (number)	Annual leave		Sick leave		Days taken (number)	Annual leave		Sick leave	
	Em- ploy- ees <sup>1</sup>	Total taken	Em- ploy- ees <sup>1</sup>	Total taken		Em- ploy- ees <sup>1</sup>	Total taken	Em- ploy- ees <sup>1</sup>	Total taken
	Num- ber	Days	Num- ber	Days		Num- ber	Days	Num- ber	Days
0.....	161	0	1,937	0	17.....	427	7,259	34	578
1.....	85	85	698	698	18.....	443	7,974	49	882
2.....	85	170	805	1,610	19.....	447	8,493	24	456
3.....	71	213	646	1,938	20.....	530	10,600	36	720
4.....	78	312	626	2,504	21.....	534	11,214	22	462
5.....	108	540	608	3,040	22.....	567	12,474	30	660
6.....	117	702	522	3,132	23.....	567	12,474	37	851
7.....	136	952	504	3,528	24.....	592	14,208	14	336
8.....	177	1,416	485	3,880	25.....	677	16,925	18	450
9.....	151	1,359	464	4,176	26.....	967	25,142	15	390
10.....	191	1,910	450	4,500	27.....	448	12,096	17	459
11.....	209	2,209	423	4,653	28.....	346	9,688	10	280
12.....	219	2,628	648	7,776	29.....	214	6,206	14	406
13.....	258	3,354	348	4,524	30 and over <sup>2</sup> .....	738	23,206	228	7,863
14.....	312	4,368	337	4,718					
15.....	316	4,740	418	6,270	Total.....	10,518	208,937	10,518	72,556
16.....	374	5,984	51	816					

<sup>1</sup> Not including employees serving a fractional part of the year.<sup>2</sup> 30 and over for both annual and sick leave.

Average number of days annual leave, 19.9; average number of days sick leave, 6.9.

Table 4 gives the distribution of annual and sick leave taken by employees in Washington during the calendar year 1937. Men and women in Washington averaged 20.6 days annual leave in 1937 as compared with 19.9 days in 1936. The average for field employees was 18.4 as compared with 14.7 days in 1936.

TABLE 4.—*Distribution of employees in Washington <sup>1</sup> according to number of days of annual and sick leave used, calendar year 1937*

Days taken (number)	Annual leave		Sick leave		Days taken (number)	Annual leave		Sick leave	
	Em- ploy- ees <sup>2</sup>	Total taken	Em- ploy- ees <sup>2</sup>	Total taken		Em- ploy- ees <sup>2</sup>	Total taken	Em- ploy- ees <sup>2</sup>	Total taken
	Number	Days	Number	Days		Number	Days	Number	Days
0.....	237	0	2,153	0	17.....	285	4,845	95	1,615
1.....	64	64	744	744	18.....	374	6,732	72	1,296
2.....	52	104	704	1,408	19.....	381	7,239	61	1,159
3.....	84	252	596	1,788	20.....	359	7,180	85	1,700
4.....	85	340	554	2,216	21.....	393	8,253	45	945
5.....	88	440	498	2,490	22.....	441	9,702	39	858
6.....	105	630	460	2,760	23.....	483	11,109	27	621
7.....	118	826	386	2,702	24.....	509	12,216	24	576
8.....	113	904	372	2,976	25.....	543	13,575	22	550
9.....	141	1,269	319	2,871	26.....	600	15,600	15	390
10.....	188	1,880	346	3,460	27.....	396	10,692	23	621
11.....	178	1,958	328	3,608	28.....	320	8,960	20	560
12.....	208	2,496	298	3,576	29.....	265	7,685	12	348
13.....	212	2,756	204	2,652	30 <sup>3</sup> .....	1,122	38,935	229	9,104
14.....	229	3,206	181	2,534					
15.....	305	4,575	148	2,220	Total.....	9,195	189,495	9,195	60,508
16.....	317	5,072	135	2,160					

<sup>1</sup> Not including Farm Security Administration.<sup>2</sup> Not including employees serving a fractional part of the year.<sup>3</sup> 30 and over.

Average number of days annual leave, 20.6; average number of days sick leave, 6.6.

During the years 1936 and 1937 under the new sick leave act, the average sick leave taken by the men and women in Washington was less than in any year of the 8 previous consecutive years. The average sick leave used in 1936 was 6.9 days and in 1937 6.6 days as compared with an average of 7.5 days for the 8 preceding years. Due to the cumulative provision of the sick leave law greater protection is afforded the employees against prolonged illness, and it seems that



employees are using less sick leave for minor illnesses in order to save their leave in the event of a serious illness.

There were 904 employees in Washington, or 9.8 percent, who used more than the 15 days' sick leave earned during the calendar year 1937. The total number of days taken by this group was 22,503, or 37.2 percent of the total sick leave taken by all the employees.

In the field where the provisions of the sick leave act are the same as for the Washington employees, the average sick leave taken during 1937 was 3.6 days as compared with 2.9 days for the year 1936 and an 8-year average of 2.8 days. Eight and one-half percent of the employees in the field took 44,646 days and 91.5 percent used only 45,394 days.

During the calendar year 1937, 23 percent of the employees in Washington and 48 percent of the field force did not take any sick leave. The past 8-year average of employees taking no sick leave was 23 percent for the Washington employees and 52 percent for the field.

## WORK INCIDENT TO APPOINTMENTS, TRANSFERS, AND PROMOTIONS

Changes affecting personnel in the Department required contacts with the Civil Service Commission and the procurement of authorities for appointment, transfer, reinstatement, promotions, etc., as indicated in table 5.

TABLE 5.—*Personnel changes in the Department of Agriculture, 1934-38*

Item	1934	1935	1936	1937	1938
Certificates from register.....	1,510	1,648	1,948	1,425	3,696
Reinstatement certificates.....	481	416	481	442	366
Certificates for change in status.....	254	910	1,338	2,166	2,915
Transfer certificates.....	465	220	452	267	442
Authorities for temporary appointments.....	4,848	740	771	4,700	3,278
Authorities for extensions of temporary appointments.....	4,081	1,466	<sup>1</sup> 270	941	979
Authorities for extensions of suspensions.....	3	2	3	7	9
Civil-service examinations requested.....	29	110	124	65	42

<sup>1</sup> The material reduction in this item under previous years may be accounted for by the fact that the various bureaus and offices of the Department have been filling more or less temporary vacancies by probationary, for duration of work, appointments in which cases no extensions of temporary appointments are involved.

In continuation of the announced policy of filling vacancies by promotion, 271 vacancies were published on bulletin boards for filling jobs in Washington, D. C. The applications received from these postings and the applications received from postings in the previous year were certified to the various bureaus and offices for consideration when vacancies occurred.

Table 6 gives information on how permanent vacancies in Washington, D. C., were filled during the year.

TABLE 6.—*Permanent vacancies in Washington filled from July 1, 1937, to June 30, 1938*

Year and month	Transfer or promotion within the bureau		Transfer or promotion from other bureaus		Recruitment outside Department		Total vacancies filled	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<i>1937</i>								
July.....	150	65½	27	17	28	17½	160	100
August.....	120	60	29	20	39	20	198	100
September.....	102	58	33	19	40	23	175	100
October.....	106	58	16	9	62	33	184	100
November.....	115	57½	27	13½	58	29	200	100
December.....	112	54	24	13	63	33	189	100
<i>1938</i>								
January.....	83	55	12	8	55	37	150	100
February.....	76	49	23	15	56	36	155	100
March.....	77	55	16	11	47	34	140	100
April.....	95	58	25	15	44	27	164	100
May.....	79	60	10	7	44	33	133	100
June.....	119	61	32	17	42	22	193	100
Total.....	1,179	58	284	14	573	28	2,041	100



In January 1938, the Office began work on installing a statistical punch card for personnel. This job was completed before the end of the year for the entire personnel of the Department. In addition a punch card for recording leave was devised and punched for all employees of the Department who were granted leave. A personnel questionnaire was devised and submitted to all employees in order to bring their qualifications up to date on the records of the Department. A qualification punch card was developed and in the next fiscal year the questionnaires will be coded and cards punched.

Much credit is due the bureaus and offices of the Department which provided funds to pay salaries of employees engaged on this work.

During the year 117,040 personnel actions were handled as compared to 98,635 personnel actions for the previous fiscal year.

### RETIREMENT RECORDS

During the year 378 applications for service credit, 1,690 applications for refund of retirement deductions, and 4,009 master retirement record cards were completed, audited, and certified.

Retirements from the service and annuities of those retired are shown in tables 7 and 8.

TABLE 7.—*Number of employees retired, 1934-38*

Year ended June 30	Annuity retirements in class of—				Disability retirements in class of—				
	Profes- sional	Subpro- fessional	Clerical, adminis- trative, and fiscal	Custo- dial	Profes- sional	Subpro- fessional	Clerical, adminis- trative, and fiscal	Custo- dial	Cases dis- posed of
1934.....	51	63	58	24	12	12	28	11	259
1935.....	46	65	24	12	10	14	29	5	205
1936.....	29	50	18	6	11	19	18	3	154
1937.....	35	42	18	5	8	20	20	5	153
1938.....	38	48	18	12	11	15	27	1	170

TABLE 8.—*Averages of the annuities in the various groups, 1934-38*

Group	1934	1935	1936	1937	1938
Professional and scientific.....	\$1,102.22	\$1,039.81	\$1,068.59	\$1,049.04	\$1,150.35
Subprofessional.....	946.81	960.08	990.43	1,027.02	1,068.48
Clerical, administrative, and fiscal.....	946.83	826.35	865.08	887.82	901.68
Custodial.....	757.72	728.50	654.05	708.79	902.35

The minimum annuity granted was \$158.88. The largest straight life annuity was \$1,335.72, and the largest increased annuity with forfeiture was \$1,351.68. Eight of the optional retirements occurred in the 70-year, six in the 62-year, and two in the 65-year age group. It is interesting to note that no females took advantage of their optional retirement rights during the past 2 years.

Under the law, exemptions from compulsory retirement must be approved by the President. Extensions in the service upon reaching retirement age have been granted to only 19 employees since July 1, 1932. Some of these employees, however, were granted more than one extension.

During the year continuance in the service beyond retirement age was granted to a principal chemist, Office of Experiment Stations; a principal horticulturist, a senior pathologist, and a principal pathologist, Bureau of Plant Industry; an associate petrographer, Bureau of Public Roads; a principal agronomist, Soil Conservation Service; a senior attorney and a regional law officer, Office of the Solicitor.

### CLASSIFICATION OF POSITIONS

The classification of positions under the Classification Act of 1923, as amended, involved an intensive review of positions in the emergency phases of

the departmental work. The regular work was expanded to meet the needs of special agencies such as the Federal Crop Insurance Corporation, Federal Surplus Commodities Corporation, and the Farm Security Administration. The work involved a large number of surveys of types of work and offered more assistance to the bureaus in formulating new organization plans and functional charts and supplied added cross-section studies on lines of work of especial concern to the expanding functions of the Department. The classification staff continued its detailed review of Washington positions and made more extensive spot checks of field headquarters. Through this information they were better able to evaluate lines of work which had changed during the past few years and thus assist the administrative officers in making a proper distribution of the appointments. The work developed to a point where the bureaus were constantly seeking service and advice in their classification and organization problems.

A total of 6,799 appointments and changes in status in Washington employees were acted upon during the year. The number recorded is slightly greater than the preceding year because of the establishment of new operating units in the Department as a result of acts of Congress.

The consolidation of land-utilization units of the Farm Security Administration with the Bureau of Agricultural Economics and the creation of the Federal Crop Insurance Corporation and the Federal Surplus Commodities Corporation have contributed towards this increase. Many cases are actually reviewed and returned without action. The advice and service rendered in such cases is not reflected in the total number of actions that pass through the Office for final consideration at the Civil Service Commission or by the Director of Personnel. Each case, whether it involves a change in duties or an appeal for reallocation, involves careful job analysis and comparison with similar positions throughout the Department. The purpose of this work is to equalize the responsibility of class assignments so that the principle of classification may be maintained with resulting equal pay for equal work.

There has been a marked decrease in the number of appeals handled over the year preceding as more attention was given to the individual and group job adjustments of employees. A summary of this activity insofar as it relates to the personnel in Washington for the past 5 years is given in table 9.

TABLE 9.—*Appointments and changes in status of employees of the Department of Agriculture, 1934-38*

Year ended June 30	Appoint- ments to new posi- tions	Changes in duties	Changes to vacancies	Appeals	Total
1934.....	5,561	1,274	2,329	15	9,179
1935.....	1,634	3,315	3,260	45	8,254
1936.....	1,905	3,698	2,145	45	7,793
1937.....	911	4,002	1,403	23	6,339
1938.....	1,417	3,921	1,451	10	6,799

In addition to those shown in table 9 a number of positions have been reviewed from the field service and classifications assigned according to departmental standards. The volume of such transactions has remained somewhat constant over the year and does not represent any unusual changes in the Department. As the reorganization of the larger field offices has been completed, the field personnel has reached a normal level. Material assistance has been rendered to the field service in various reorganization studies and in general advice on the classification and the proper alignment of positions. These organization studies help to establish Department standards, clarify lines of bureau responsibility, and set down division and section responsibilities and authority which results in greater operating efficiency for the whole.

A survey was made of the various positions connected with the Forest Service headquarters in Milwaukee. A comprehensive management and classification study was prepared on the Commodity Exchange Administration, including the Washington, Chicago, and New York offices and personnel. In addition cross-section studies on grade levels, duty series for several types of work, and other occupational studies were continued. An extensive survey was made in con-

junction with the Civil Service Commission on all audit and accounting positions in the Department. This was conducted partly through a direct audit and partly through a questionnaire method. In addition a field-inspection survey was made, which included an analysis of work in four of the large bureaus of the Department which maintained decentralized fiscal offices. Approximately 40 fiscal headquarters throughout the country were visited. The information secured was carefully analyzed along with various bureau procedures and practices. The report has served and will continue to serve for a more effective evaluation of fiscal operations and will provide for a more equitable classification of the positions in this field of activity. These inspections provide information that help to evaluate the work performed and aid the classification staff to interpret and equalize the work activities of the Department over a large area. They serve to encourage the employees and remove many of the mental and physical obstacles which confront those who work at a distance from the headquarters and who remain somewhat unfamiliar with the details and procedures that are involved in the reallocation of positions.

Members of the staff have represented the service at the Civil Service Assembly and in other organizations concerned with classification. Active participation in these organizations enables the Office to secure a wider range of information and helps to spread desirable facts on the procedures involved and at the same time creates a better understanding among the employees. The trained assistants have rendered material help to the Department in improving the general attitude towards classification and in informing employees as to the requirements of duty assignments, as to the evaluation of responsibility, as to the interpretation of job descriptions and job levels and related problems of organization that are presented either informally or officially to the Office. The surveys of this nature help to clear many of the intangible problems of classification, facilitate administration, and improve the employee attitude towards the service. The work helps in maintaining a just and uniform standard of work and pay for similar rates of performance throughout the many agencies of the Department.

### INVESTIGATIONS

During the year 71 personnel, 6 Civilian Conservation Corps camps, and 31 miscellaneous investigations were conducted by the Division of Investigations. In addition, 880 Agricultural Adjustment Administration contracts were investigated to discover (1) whether the payees received the payments to which they were entitled, (2) erroneous payments, and (3) forgeries of payment checks. Because of the Division's findings, a substantial amount of money was recovered for the Government, and final settlement of these cases will result in the eventual receipt by the payees of the money to which they are rightfully entitled.

A total of 895 cases, most of which were for the imposition of disciplinary penalties on account of delinquency, misconduct, and fiscal and other irregularities on the part of employees, received consideration by the Division of Investigations.

Because of the large number of special investigations and the limited number of investigators, no progress was made with the contemplated periodical investigation of field stations and offices. Since additional investigators are now available, however, it is hoped that considerable progress with this phase of the Division's work will be possible during the coming year.

The year's work resulted in 1,044 separate personnel actions, as follows:

	<i>Number</i>
Suspension without pay pending investigation-----	77
Preferment of formal charges-----	25
Dismissal as a result of formal charges-----	16
Reprimand by chief of bureau-----	104
Reprimand by Secretary-----	11
Reduction in grade and/or salary-----	3
Reduction in grade and/or salary, and reprimand by Secretary-----	2
Reduction in grade and/or salary, and transfer-----	4
Leave without pay for disciplinary reasons-----	8
Suspension without pay and reprimand by Secretary-----	75
Suspension without pay, reprimand by Secretary, and reduction in grade and/or salary-----	2
Suspension without pay, reprimand by Secretary, reduction in grade and/or salary, and transfer-----	1
Suspension without pay, reprimand by Secretary, and transfer-----	3



Appointment terminated with prejudice-----	76
Resignation accepted with prejudice-----	57
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Action taken for other than disciplinary reasons-----	580
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Appointment terminated without prejudice-----	368
Resignation accepted without prejudice-----	173
Other -----	39
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Total-----	1, 044

### EMPLOYEE ACTIVITIES

The employee organizations through the Welfare Association and the Athletic Recreational Association have continued to sponsor numerous activities in the development of educational, recreational, and athletic facilities for the various groups of workers. They have made possible additional welfare improvements. They have contributed materially to improving the acquaintanceship between employees and in developing self-expression and participation in extracurricula activities, which now constitute an important place in the social life of the Department.

The regular Welfare Association publication was not issued during the year but the Athletic Recreational Association has published a very complete handbook showing the types of work which it sponsors and the various officers connected with it. Among the interests sponsored are baseball, basketball, bowling, dramatics, camera craft, swimming, golf, hiking, horseback riding, skating, softball, trips, and other activities. These activities have received the general interest and support of the departmental employees.





